

Fletcher Ave. Classification Downgrade to 2+1 Collector Street

Applicant	Location	Proposal
City Council Member Annette McRoy on behalf of North Hills Neighborhood 3rd/4th Addition.	Fletcher Ave. from North 14 th Street to North 27 th Street.	Change the functional classification of Fletcher Ave. from North 14 th Street to North 27 th Street from Urban Minor Arterial with 4 lanes + turn lanes to Urban Collector with 2 lanes + turn lanes.
Recommendation: Denial		

Status/Description

The applicant proposes the following:

1. To amend the City of Lincoln/Lancaster County comprehensive plan to update the Mobility and Transportation section, pages F 103, F 104, to change the functional classification of “Fletcher Avenue, North 14th Street to North 27th Street” from “Urban Minor Arterial” to “Urban Collector” as defined in the Comprehensive Plan.
2. To amend the City of Lincoln/Lancaster County comprehensive plan to update the Mobility and Transportation section, page F 110, “Fletcher Avenue, North 14th Street to North 27th Street 4 lanes + turn lanes” to read as follows: “Fletcher Avenue, North 14th to North 27th Street 2 lanes + turn lanes.”

The applicant is proposing this amendment to identify Fletcher Avenue with the Urban Collector description as provided in the Comprehensive Plan in the following manner:

- ! Fletcher is a link between a local residential and commercial streets and the arterial street system between North 27th and North 14th;
- ! Fletcher provides access and traffic circulation between the North Hills Neighborhood, North Creek Neighborhood, proposed North Hills Retail, and North Creek Small Business Park;
- ! Fletcher offers motorists from the surrounding residential a safe and convenient way to move from a neighborhood to the arterial street system.

The applicant is also proposing this amendment to downgrade Fletcher Avenue from a 4-lane + turn lanes to a 2-lane + turn lanes to take advantage of the following benefits:

- ! The downgrading allows for the allocation of funds to higher priority street projects;
- ! Minimizes impact of light, chemical, trash, and other impacts on the wetlands which are maintained by the neighborhood association dues;
- ! Minimizes the impact of additional traffic generated through the neighborhoods;
- ! Decreases the speed at which traffic is regulated near the neighborhood.

Comprehensive Plan Implications

The Comprehensive Plan includes Fletcher Road from North 14th Street to North 27th Street as a minor arterial with a 4 + 1 cross-section as a result of traffic modeling and land use designations that ultimately indicated a need for a higher roadway facility.

In its Land Use Plan on page F 25, the Comprehensive Plan identifies the land on the north side of Fletcher Road from North 14th Street to North 27th Street with Commercial land uses. Much of this commercial land use is already in existence or has been approved for development. On the south side of this minor arterial Urban Residential land uses are planned with the exception of the southwest corner of Fletcher and 27th Street where there are commercial land uses. Also, a creek and drainage area runs generally along the south side of this roadway. A multi-use trail is also planned to be located along this segment of Fletcher Road.

On page F 103 and F 105 descriptions of Minor Arterial and Collector Street are provided in the Plan:

Minor Arterials: *This functional class serves trips of moderate length and offers a lower level of mobility than principal arterials. This class interconnects with, and augments principal arterials, distributes traffic to smaller areas, and contains streets that place some emphasis on land access. These are characterized by moderate to heavy traffic volumes.*

Collector Streets: *These streets serve as a link between local streets and the arterial system. Collectors provide both access and traffic circulation within residential, commercial, and industrial areas. Moderate to low traffic volumes are characteristic of these streets.*

The Future Functional Classification: City Streets map on page F 103 and the Future Functional Classification: County Roads map show Fletcher Ave. from North 14th Street to North 27th Street classified as a minor arterial.

Also, the Projects & Studies: Lincoln Area Street & Roadway Improvements 2025 map on page F 105 shows that Fletcher Ave. from North 14th to North 27th is planned to be constructed as a 4 Lanes + Center Turn Lane facility. This project is also listed on page F 110 as a 4 lanes + turn lanes improvement under the Proposed Projects listing.

On page F 112 for the Comprehensive Plan, the Right of Way Standards map shows Fletcher Avenue requiring 120 feet of right-of-way. This necessary amount of right-of-way for a 4 lane + turn lane arterial cross-section has been acquired and established for Fletcher Avenue from North 14th Street to North 27th Street.

The Comprehensive Plan highlights many principles and objectives in regard to transportation on page F87. Many of these principles and objectives relate to this proposed Comprehensive Plan Amendment. They are as follow:

“A Connected City. In Lincoln and Lancaster County, the unifying qualities of transportation will be emphasized. The transportation network will sustain the One Community concept by linking neighborhoods together. Neighborhoods, activity and employment centers, rural communities, and open lands will be connected by a continuous network of public ways.

A Balanced Transportation System. Transportation planning in Lincoln will be guided by the principle of balancing needs and expectations. It will recognize that transportation is a means to the goal of a unified, liveable, and economically strong community, and not an end in itself. Thus, the system will effectively move people and goods around the community, while minimizing impacts on established neighborhoods and investments. The concept of balance also applies to methods of transportation. While the system must function well for motor vehicles, it should also establish public transportation, bicycling, and walking as realistic alternatives now and in the future.

Transportation as a Formative System. Transportation and land use are linked systems. The land use plan, which includes projections of future development, determines the character of the transportation plan. On the other hand, transportation has a major impact on the form of the City. Lincoln and Lancaster County will use major road projects to reinforce desirable development patterns.

Planning as a Process. Transportation planning is a dynamic process, responding to such factors as community growth, development directions, and social and lifestyle changes. Therefore, the Comprehensive Plan should also establish an ongoing process that responds to these changes.

Developing a balanced transportation system that meets the mobility needs of the community and supports Lincoln and Lancaster County's land use projections and plan.

Using the existing transportation system to its best advantage.

Continuing Lincoln's street and trails network into newly developing areas.

Designing a street and road improvement program that is both physically attractive and sensitive to the environments of urban neighborhoods."

Staff Comments

The following staff comments were received regarding this proposed amendment:

- ! Engineering Services strongly opposes the proposed Comprehensive Plan amendment 05005. When originally conceived, Fletcher Avenue between 14th Street and 27th Street was a portion of a continuous link between the ultimate Antelope Valley phase two extension of 33rd Street to Superior, then 33rd/Fletcher on to 14th Street. (Fletcher Avenue from 27th to 33rd and 33rd Street south to Superior has already been constructed as a minor arterial.) The idea behind this future road was to avoid the need for future expansion of the 14th Street roadway between Cornhusker Highway and Superior Street by creating a through route that traffic could use. North of Interstate 80, 14th Street is likely to become the highest used route within the City in the future due to the difficulties that will be encountered in trying to extend 27th Street farther north.

With this as a basis, the projected traffic volume on this piece of Fletcher Avenue is expected to be in excess of 20,000 vehicles per day in the year 2025. Design of this road is currently underway. We do not design arterial streets to serve the volume of traffic on those roads in the near term, we need to design them for 20 or more years in the future to avoid the disruption and extra costs associated with rebuilding roads more frequently.

When constructed, this street will not meet the definition of an urban collector street. It will carry a high volume of traffic and there will be very few accesses allowed onto the street. The wetlands located on the north side of the street will buffer this street from the neighborhood to the north. This will be an arterial street in definition as well as function.

The notion that by building this roadway to a lower standard will somehow improve the quality of life for the surrounding area is incorrect. If there is a greater demand to use this street than the capacity of the street, traffic will instead be routed through internal neighborhood streets, especially the collector streets within the nearby subdivisions. This

will increase traffic on those streets, with potential speeding and safety issues resulting as motorists try to make up time on residential streets. There is no proof that building this to a lower standard will lessen the light, chemical or trash impacts on the adjacent wetlands.

Changing this to a lower standard will also not create a positive impact on the Capital Improvement Program. Design of the project is currently funded and underway. The only funding shown for constructing this project was “Other Funds”, meaning the funding mechanism has not been identified. With the residential and commercial growth in this area of town and the overcrowding of the existing streets, this roadway will be needed by the time funding for the project is identified. Building the street first as a two-lane street and later widening it to four-lanes would likely not be cost effective due to the projected short time span between the need for the two and four lanes. (See comments by Randy Hoskins, Public Works and Utilities)

- ! Projected volumes indicate the need for the street cross-section proposed. If Fletcher is not constructed to the cross-section necessary to handle the traffic, the demand will be met by using other local and neighborhood collector streets in the vicinity and cause problems for lots that abut and take access to these local streets.

Fletcher extends east and south of 27th, presently to 33rd and Superior. Long range plans call for extending 33rd Street south as part of the Antelope Valley project. It would be short-sighted to downgrade Fletcher to an urban collector. (See comments by Dennis Bartels, Public Works and Utilities)

- ! Fletcher Avenue, 14th Street to 27th Street, serves a large and growing commercial area to the north which is expected to include Commercial Retail of 483,400 sf, Office at 118,400 sf and Service Employment at 533,000 sf. There is also a growing residential area to the south of this facility which is to include approximately 700 dwelling units and a 550 student school site. Projected traffic for the Fletcher Avenue corridor is approximately 20,000 vehicles per day and will require a 4 lane facility. This transportation facility needs to be evaluated in relation to the transportation needs of the entire area it serves. Fletcher Avenue as a section line road with an arterial designation will take the pressure off the 14th and 27th Street corridors and off of Superior Street. Traffic projections for these roadways are expected to meet or exceed its current capacity within the planning period. If Fletcher Avenue is restricted in capacity and its future functional classification is downgraded from arterial to collector, it would simply push additional traffic onto adjacent streets increasing the traffic impacts within neighborhoods. Public Works and Utilities Department does not support this amendment. (See comments by Mike Brienzo, Public Works and Utilities)

Conclusion

This proposed amendment should be denied for the following reasons:

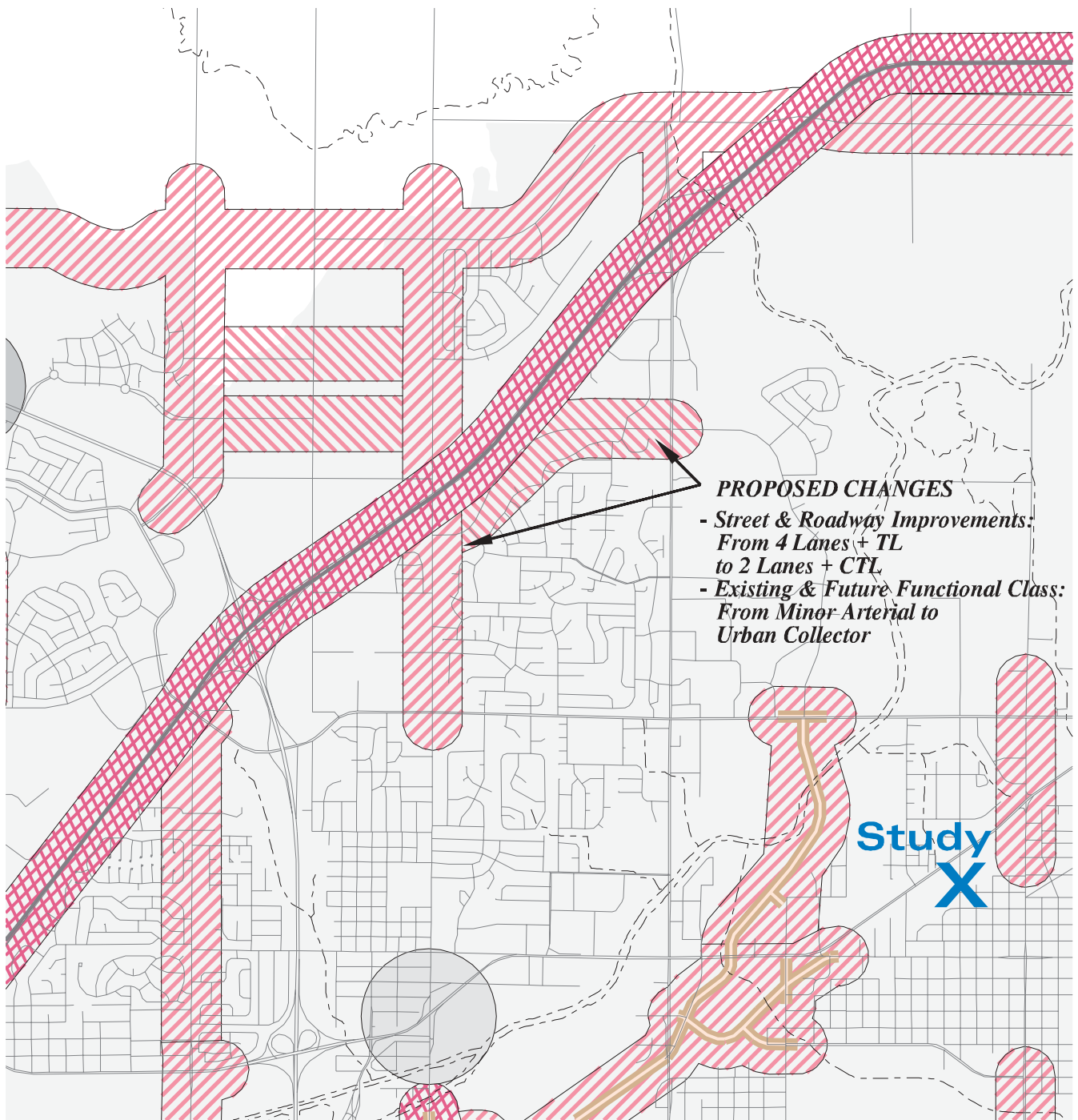
1. Fletcher Avenue is planned to function as a major section-line roadway that will take pressure off of Superior Street, North 14th Street, and North 27th Street. Traffic projections on these other roadways are expected to match or exceed their respective capacities and will need the additional capacity of Fletcher as a 4-lane arterial roadway. Fletcher already extends as a minor arterial east of 27th Street to 33rd and 33rd runs south to Superior as a minor arterial. Long range plans call for extending 33rd Street south of Superior as part of the Antelope Valley projects. As part of this long range plan, Fletcher Avenue between 14th Street and 27th Street will function as a portion of a continuous link between the ultimate Antelope Valley phase two extension of 33rd Street to Superior, then 33rd/Fletcher to 27th and then Fletcher on to 14th Street. The idea behind this future road is to avoid the need for future expansion of the 14th Street roadway between Cornhusker Highway and Superior Street by creating a continuous through route that traffic can use.
2. Current and planned land uses along Fletcher Avenue between 14th and 27th Streets include commercial uses that need to be served by an arterial roadway with limited access points and increased capacity to better handle growing traffic demands.
3. Projected daily traffic volumes for this segment of Fletcher Avenue are in excess of 20,000 vehicles per day. Such a level of traffic necessitates an arterial roadway cross-section with 4 lanes + turn lanes.
4. As a downgraded facility with collector status, Fletcher would not be able to handle the projected traffic. The excess traffic would be pushed into the adjacent local street system thus increasing negative traffic impacts on adjacent neighborhoods.
5. The necessary street right-of-way has been obtained and is established for the currently planned alignment of Fletcher as a 4 lane + turn lane arterial facility. Also, design work has commenced for this arterial roadway project.

Prepared By:

David Cary, 441-6364









dcary@lincoln.ne.gov

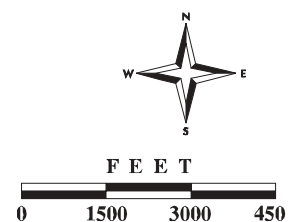
April 18, 2005

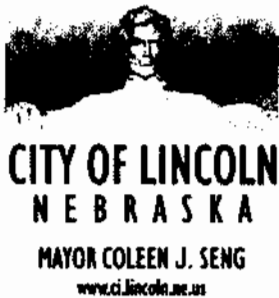


Fletcher Av: 14th to 27th St

Proposed Amendment 05005

-  2 Lanes + CTL
-  4 Lanes + TL
-  6 Lane Interstate Highway
-  Antelope Valley: 4/6 Lane Roadway
-  Future Service Limit
-  Overpass
-  Interchange
-  Street Closure Study





LINCOLN/LANCASTER COUNTY

2005

COMPREHENSIVE PLAN AMENDMENT APPLICATION

The use of this application is appropriate when a change to the adopted Lincoln/Lancaster County Comprehensive Plan is desired. The required questionnaire on the reverse side of this application must be completed as well. Applications for the 2005 Annual Review are due to the Planning Department no later than 4:30 p.m. on February 2, 2005.

PART I.

Please print or type.

Date: January 23, 2005

Applicant: North Hills Neighborhood 3rd/4th Addition

Annette McRey

FEB - 1 2005

Mailing Address: _____

City: _____ State: _____ Zip: _____

Phone: (____) _____

Contact (if not applicant): J.R. Brown

Mailing Address: 5501 Rockford Drive

City: Lincoln State: Nebraska Zip: 68521

Phone: (402) 617-0493

Application Fee of \$250.00 to the City of Lincoln.

If applicable, name of general area/location/site which would be affected by this proposed change (Attach additional sheets if necessary.).

See Attached.

Applicant Signature: *Annette M. McRey*

Date: *Feb 1, 2005*

PLANNING DEPARTMENT USE ONLY:

RECEIPT NO. _____
DATE *Feb 1, 05*
FEE PAID *\$ exempt*

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CITY COUNCIL OF LINCOLN NEBRASKA

555 South 10th Street • Lincoln, NE 68508 • 402-441-7515

FAX: 402-441-6533 • E-MAIL: council@ci.lincoln.ne.us

ANNETTE MCROY
City Council Member
Northwest District

February 1, 2005

Lincoln-Lancaster County
Planning Department
County-City Building
555 South 10th Street
Suite 213
Lincoln, NE 68508

**RE: Comprehensive Plan Amendment Application
North Hills Neighborhood 3rd/4th Addition**

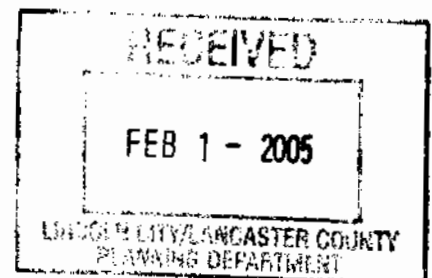
Please find attached the Comprehensive Plan Amendment Application which I am filing on behalf of my constituents of the North Hills Neighborhood 3rd/4th Addition.

All correspondence should be addressed to J. R. Brown, 5501 Rockford Drive, Lincoln, NE 68521 or he also can be reached at 402.617.0493 with email of jrbrown3@hotmail.com. I would appreciate copy of all correspondence sent regarding this matter. Forward to me at the City Council office.

As always I appreciate working with your office.

Sincerely,

Annette McRoy
City Council District 4





Comprehensive Plan Amendment



APPLICANT

January 23, 2005

North Hills Neighborhood, Third and Fourth Additions
J.R. Brown
5501 Rockford Drive
Lincoln, Nebraska 68521
(402) 617-0493
jrbrown3@hotmail.com

PROPOSAL

1. To amend the City of Lincoln/Lancaster County comprehensive plan to update the Mobility and Transportation section, pages F103, F104, to change the functional classification of "Fletcher Ave., N. 14th St. to N. 27th St" from "Urban Minor Arterial" to:

"Urban Collector" as defined in the Comprehensive Plan, "These streets serve as a link between local streets and the arterial system. Collectors provide both access and traffic circulation within residential, commercial, and industrial areas. Moderate to low traffic volumes are characteristic of these streets."

2. To amend the City of Lincoln/Lancaster County comprehensive plan to update the Mobility and Transportation section, page F110, "Fletcher Ave., N. 14th St. to N. 27th St. 4 lanes + turn lanes" to read as follows:

"Fletcher Ave., N. 14th St. to N. 27th St. 2 lanes + turn lanes"

QUESTIONNAIRE

1. *Provide a detailed description and explanation of the proposed amendment. Include the Element (Land Use, Transportation, etc.) to be amended. (Please attach map and legal description if proposal is for specific tract of land.)*

By proposing "Fletcher Ave., N. 14th St. to N. 27th St" referred herein as "Fletcher", from a "Urban Minor Arterial" to a "Urban Collector", this clarification aligns Fletcher with the description of Urban Collector set forth in the comprehensive plan. See Figure 1. Fletcher is aligned with the Urban Collector description as:

- a. Fletcher is a link between a local residential and commercial streets and the arterial street system, N. 27th and N. 14th.
- b. Fletcher provides access and traffic circulation between the North Hills Neighborhood, North Creek Neighborhood, Proposed North Hills Retail, and North Creek Small Business Park.
- c. Fletcher offers motorists from the surrounding residential a safe and convenient way to move from a neighborhood to the arterial street system.

Comprehensive Plan Amendment

By proposing the down scaling of Fletcher from 4 lane + turn lanes, to 2 lane + turn lanes benefits in many ways to include:

- a. Allows for the allocation funds to higher priority street projects.
 - b. Minimizes impact of light, chemical, trash, and other impacts on the wetlands which are maintained by the neighborhood association dues.
 - c. Minimizes the impact of additional traffic generated through the neighborhoods.
 - d. Decreases the speed at which traffic is regulated near the neighborhood.
2. *Describe how the proposal is currently addressed in the Comprehensive Plan. If the issue is not adequately addressed, describe the need for it.*

Fletcher is only discussed in the comprehensive plan in the capacity mentioned herein. This amendment is only intended to clarify the need of the neighbors and surrounding development while meeting the requirements to move forward on this street project in a well planned and orderly fashion.

3. *What do you anticipate will be the impacts (fiscal/CIP, environmental, phasing, etc.) caused by the proposal, including the geographic area affected and the issues presented? Why will the proposed change result in a net benefit to the community? If not, what type of benefit can be expected and why?*

Capital Improvement Program

The Capital Improvement Program will be affected by the change of classification for Fletcher. Monies could be reallocated to higher priority street projects, sidewalk replacement, or inner-city street repair.

Environmental Impact

This amendment is a positive gain in preserving and protecting the wetlands in which Fletcher runs adjacent to. Chemicals from automobiles, other developments, and lighting would still have an impact on the wetlands; however this impact would be substantially decreased.

Capacity Phasing

This amendment allows for the downscaling of Fletcher, which may draw the question, how can this street scale to the future? Currently, the City owns 120 foot wide right-of-way which will be preserved to expand this street to the future as needed and communicated to the neighbors. There is no pressing need or requirement to complete a full build-out of Fletcher at this time.

Benefit to the Community

On September 14, 2004, citizens of Lincoln voted down the streets, roads, and trails bond overwhelmingly which sent the signal to Lincoln's elected officials that said a couple of things:

- Citizens want to see plans and direction for street projects.
- Citizens want to be involved in the process.
- Citizens want to take care of what we have first and foremost.

This amendment clearly meets these criteria demanded by the public:

- This amendment provides a plan for the build-out of Fletcher.
- Citizens have endorsed and have been involved in this amendment.
- This amendment affords the opportunity to allocate funds to other projects and improvements to existing streets.

North Hills and North Creek neighborhoods benefit directly in the following ways:

- Large volumes of traffic are minimized, which leads to numerous benefits.
- Additional protection of the wetlands which residences back up to.
- The neighborhood is safer due to the lower speed requirements.

4. *How would the proposed change comply with the community vision statements, goals, principles, and policies of the Comprehensive Plan? Include any specific page numbers from the Plan, research, or reasoning that supports the proposed amendment.*

Found on page I1 and VI, the vision of the comprehensive plan is to address the quality of life and the conservation of the natural environment. This amendment fully supports these two ideals as well as enhancing the health, safety, and welfare of the citizens of the surrounding neighborhood.

5. *Is there public support for this proposed text amendment (i.e. have you conducted community meetings, etc.)?*

This comprehensive plan amendment has been endorsed by residents of North Hills, Third and Fourth additions.



Figure 2. Proposed 14th St. and Fletcher Ave. Connection

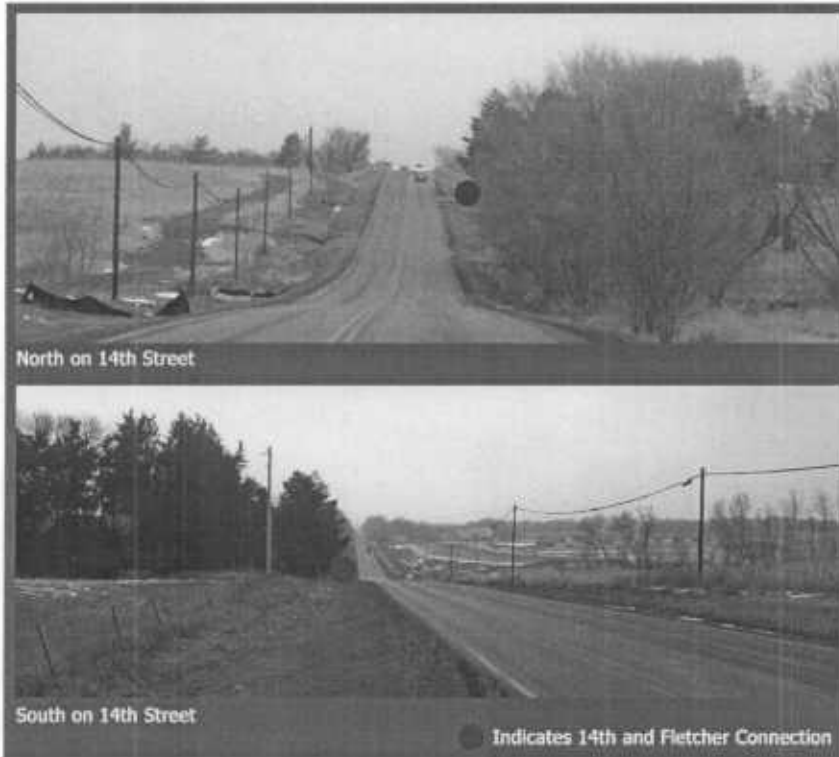


Figure 3. Environment/
Wetland Impact of Fletcher Ave.

